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F O R E W O R D

The 4th Regional Conference differed from previous Conferences in that invitations to attend were extended to a limited area, comprising Vancouver Island and the Lower Mainland Region, whereas heretofore invitations were extended throughout the province. This was done because Conferences had been held in the City of Penticton and the City of Kamloops in October of the preceding year.

The papers given at this Conference have been edited and are presented herewith in the hope that they may be of use to people interested in planning.

The grateful thanks of the Conference Committee are extended to those who participated in making the Conference possible.

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OBJECTIVES

TO FOSTER PUBLIC UNDERSTANDING OF,
AND PARTICIPATION IN ALL FORMS OF
COMMUNITY PLANNING

"Participation By The People Makes Planning Successful"

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LAND USE CONFLICT: A CASE STUDY

LAND USE CONFLICT:

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LAND USE CONFLICT

1.

"THE TOURIST TRADE ASPECT"

Mr. G. I. Warren

Commissioner, Victoria and Vancouver Island Publicity Bureau

Let us consider "Why is Recreation Important". The answer is in the fact that two of the basic ingredients of life are "Work and Play". Play or recreation is of tremendous importance to every living person. Many people regard recreation as one of the non-essentials of life, one of the frills that you can take or leave without any ill effects. A person who spurns it too long will surely pay for his folly in discontent, ill health, worry and other forms of grief. Recreation has literally thousands of manifestations. It may be obtained from a hobby enjoyed at home. It is obtained by thousands of youngsters playing baseball, softball and other games on vacant lots.

Generally an individual needs two types of recreation. First he needs something he can do quickly, easily and often, as a regular diversion. Second, at longer intervals, he needs a real vacation. A change of scene where he can forget his usual occupation and habits. To forget one's usual occupation and habits requires a change in activity and a change in environment. Recreation involving a change of scene leads to travel.

The steady gain in the volume of recreational activity may be attributed to a number of factors. Population is increasing and there is a higher percentage of urban population. The working hours of individuals have decreased. Average incomes have sharply increased. Vacation travel has been stimulated by the vacation with pay into the industrial field. In 1937, one in four received vacation pay; now three out of every four are so favoured. In 1949 twenty nine million industrial workers in the United States of America had a vacation-with-pay clause in their employment contracts.

Travel greatly stimulates the development of basic industries. Without it the production of automobiles, railroad cars, buses, airplanes and steamships would shrink more than half. The building industry would be hard hit if the building and repair of hotels, resorts, motor courts, filling stations, bus stations would cease. Highway construction would be seriously affected. Manufacture of sporting goods would almost cease. Petroleum products would likely become a drug on the market. Even more important than the effect of travel on the basic industries is its effect on the trades and services. Travellers require services of all kinds. They require it in hotels, restaurants, gasoline stations, news-stands, railroad trains, steamships and taxi cabs. They require heat, light, insurance, travellers' cheques and a thousand and one other things.

In any approach to the tourist industry, we find ourselves handicapped at once by the difficulties, not to say the impossibilities, of collecting full and complete statistics. Other industries do not suffer from that disability. They have the figures--so many billion board feet, so many cases, so many tons--but the tourist industry is full of imponderable factors. The facts are all so very personal. "How long did you stay in British Columbia?" "How many of you?" "Where did you go?" "What did you spend?" and so we are reduced to ESTIMATES. We operate by RULE OF THE THUMB. Furthermore, such figures as we have are based almost solely on the visitor from the United States. For British Columbia they are based on the number of American visitors entering through our own border ports; they do not take into account the

LAND USE CONFLICT

2.

"THE PROVINCIAL PARKS VIEWPOINT"

Mr. E. G. Oldham

Chief Forester, Parks and Recreation Department, B.C. Forest Service

In considering the theme of Land Use Conflict, it is quite apparent that we have conflicts in our Provincial Parks. Some sportsmen would like to hunt in an area and we have been subjected to considerable pressure to permit them to carry firearms in the park. Hunting and picnicking are conflicting uses and sometimes hunters and sightseers are, in effect, in conflict for the use of our recreation areas. We have seen a single tent pitched in a choice area, perhaps for months at a time, deprive a hundred picnic parties of privileges which are rightfully theirs. We have seen picnickers spread their blankets and table-cloths, scatter their swim-suits and their garbage, in the foreground of views which sightseers have travelled miles to enjoy.

In our parks there are continuous conflicts between differing kinds of park uses, between differing kinds of recreation. Recognition of such conflicts is a prerequisite of park planning--but one which is frequently overlooked by the layman.

More evident, more controversial, more spectacular and hence more publicized are the conflicts between resource users, which arise in some parks. Various species of wildlife are important components of the recreational quality of some of our parks. The existence of that wildlife is often dependent on the availability of suitable food, suitable range. When agriculturists or stockmen need that range to graze their cattle or sheep, conflict is imminent. Forest cover, sometimes valuable merchantable timber, is often an essential part of the recreational value of our parks. When loggers seek to harvest such timber crops another conflict is to be expected. Waterfalls and lakeshores are the principal recreational features in some of our provincial parks and when these are destroyed or damaged, when a park's scenic lakeshores are disfigured, when its waterfalls are diverted to pipes in the ground to turn the wheels of industry, there is conflict between the recreation concept and the industrial motif.

Conflicts in provincial parks are almost as many and as varied as are resources and the people who use them. They occur whenever we forget that we cannot eat our cake and have it too. They occur when we forget that we are rational reasonable humans and insist on behaving like pigs at a trough. They occur when we fail to recognize that we cannot meet recreation needs at no cost in other resources. They occur when it is insisted that multiple uses can be piled, one on top of the other, in a single unit of land.

We would expect to see a form of conflict if two men attempted to occupy a single pair of pants. We expect some conflict if one group of people wants to play football and another to hear a symphony and still another to operate bulldozers and jackhammers in the same place at the same time. But there are people who maintain that loggers, miners and stockmen, hydro-electric generators, farmers and wildlife managers should be able to use our provincial parks, each to serve his own industrial purpose without conflict with recreational use for which they were created.

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LAND USE CONFLICT

3.

"INDUSTRIAL LOCATION PROBLEMS"

Mr. J. W. Wilson
Executive Director, Lower Mainland Regional Planning Board

I. HOW TO ATTRACT INDUSTRIES

If we are to consider how industries may be attracted to a town we should start by considering what industry wants and what factors are likely to attract it. A recent survey carried out by the Maryland State Planning Commission found that the following requirements, in order, were the most important needs of industries in that area:

labour
markets
available buildings
raw materials
personal reasons
transportation facilities
distribution facilities
living conditions
power and related industries

It will be noted that of all these there are only two or three which we can control positively. In addition there are several points which it is well to note:-

(a) Fairly high up on the list was "personal reasons". In other words, industry is not always strictly logical in its choice of sites. An industrialist may choose location in a good golfing centre if he likes golf, or near fishing streams if he likes fishing, although these have no direct connection with his industrial operation. This alone would inject an element of uncertainty in attracting industry, but in addition it is well to remember that each industry is unique. No two industries use quite the same raw materials or technical processes. This means that each industry alone can assess its own needs or make decisions with regard to a suitable location. In other words, we cannot attract industries with certainty. They have their own standards and needs and ultimately make their own decisions.

(b) Many secondary industries in particular can be attracted by the availability of buildings for lease. Many of them do not wish to invest large sums in buildings, particularly at the start of their operations.

Buildings for lease are most commonly found in so-called "industrial estates", which are relatively large areas of suitable physical characteristics, which have been properly serviced with roads, drains, sewers, water, power and other utilities. Within these estates standard industrial buildings may be erected - that is, large buildings with relatively high ceilings and a maximum of clear unrestricted floor space within which a manufacturer may set up his own plant and processes.

The advantages of such estates are two-fold. First, industries find all the services they require together with the company of related industries, and the

Industries, Location of - Canada.

estates themselves are free of residences and residential traffic. Second, from the point of view of the communities, industries are segregated and kept clear of residential areas, and in addition can be more economically and efficiently serviced when so grouped.

Although it is not permissible in British Columbia for municipalities to erect buildings for lease, using public funds, they may collaborate with private companies by clearing and servicing suitable sites.

(c) Since labour is an essential part of his operation the industrialist is greatly concerned with the conditions under which his workers live. Good conditions mean happier workers and a smaller labour turnover, and thus a more stable, efficient operation for the industrialist, and vice versa. What do workers need? They need efficient and safe communities with all the basic amenities of modern life--adequate schools, recreation facilities, fire and police protection, hospitals, stores equipped with off-street parking, wholesome residential areas and safe and efficient streets. Such communities do not "just happen". They result only from thoughtful planning backed by firm administration.

In summary, we must realize that we cannot attract industries with certainty. The attraction of industry must be in the nature of opportunism. Secondly, we can go a long way towards attracting certain types of industry by providing suitable industrial sites and arranging for the construction of standard industrial buildings. And thirdly, and most important, since our communities themselves are our greatest assets we must see to it that they are made as healthful and attractive as possible by planning and good administration.

II. INDUSTRIAL LAND PLANNING

Although each community must be viewed as a whole, if priority is to be given to any one use of land within a growing community, it would often have to be to industrial land, since normally, without new industry there can be no further growth. The following paragraphs deal principally with the fundamentals of industrial zoning.

1. It is noteworthy that the basis of industrial zoning has changed from negative to positive. Whereas in the early days zoning was conceived as a measure to protect residences from intrusion by industry, it is now recognized that industry constitutes an essential and distinctive use of land which has its own special requirements and which needs as much protection from residences as residences do from industry. Industrial zoning ordinances now seek to accommodate industries as partners on an equal basis with other uses of land.

2. There has been a change in the nature of zoning ordinances. Whereas industrial zoning regulations used to be prohibitive in character they now tend to be permissive. In other words, instead of saying "The following industries are not permitted" they now say "The following are permitted" and proceed to list those permitted industries. Secondly, whereas industries used to be classified arbitrarily as either heavy or light they are now classified according to the nature of the process which they carry out. This is a procedure which takes into account changes in industrial technology, bearing in mind that such a change may result in a once obnoxious industry becoming a non-noxious and acceptable one. For example, a recent survey of industry in this region revealed that no noise or vibration could be detected 150 feet away from an iron works manufacturing logging and other heavy equipment. Under the old scheme such a plant would automatically have been labelled heavy industry and prohibited from occupying a site near residential area. Under modern zoning account

would be taken of the new quiet processes and as a result such an industry might be located near a residential zone without injury to the latter.

3. Higher standards are being demanded in industrial zones in line with those required for residences. In particular, adequate building set-backs are required, commensurate with the height of the building, and adequate off-street parking space is demanded based on the floor area or the employment of the plant.

4. In planning for industry, particular attention is given to areas surrounding special transportation facilities, especially railroad tracks, river frontage or main highways. It is noteworthy that new highways in particular can be planned with a view to creating new industrial sites. If a new highway can be located at a suitable distance from an existing railroad track, new industrial sites may result. It is important in this connection that new highways where possible should not be located close up against railroad tracks. They should instead be located a certain distance apart - perhaps a quarter to half a mile - so that the intervening land is served by both facilities, and yet neither of these need cross the other.

5. In order to achieve best results, industrial zoning, like other kinds of zoning, should be done on a metropolitan basis, disregarding unreal municipal boundaries. If this is done not only may incongruous land uses be avoided on opposite sides of municipal boundaries but greater use may be made of certain areas through joint action on the part of adjacent municipalities.

Industrial land is the cradle of future industries. Unless we wish to stunt our own future we must husband and develop it carefully and with vision.

LAND USE CONFLICT

4.

"BRITISH COLUMBIA'S NEED FOR INDUSTRY"

Mr. Forest L. Shaw, O.B.E.
B. C. Power Commission

If ever there was a time in the history of B. C. when we should be planning for industrial expansion and development it is now. The latest census returns show the population growth of B.C. during the past ten years as over 42% - the largest of any province in Canada, and larger than any state in the United States except California. This province is capable of supporting many times its present population. This increased population has been brought about by an influx of people from other provinces and from the Old Country. Indications are that our population growth will continue through the policy of our Federal Government in encouraging immigrants to take up residence in Canada. These immigrants have a choice of the part of the country in which they wish to settle. British Columbia has many attractions to offer and should become the settling place of a goodly number of these new Canadians.

While millions of people are living in over-crowded countries we have no right to expect our province with an area of 366,000 square miles to be reserved for a mere 1,200,000 people. Our province has been endowed with natural resources equalled in few other places. In addition we have scenic beauty and an equitable coastal climate as added attractions. We are not in the position of the Prairie Provinces where thousands of settlers moved in in the early part of the century to take up cheap land and proceeded to make a living from the soil. Only 2% of British Columbia's area is arable. Although a certain percentage of our future citizens will find their place in agriculture the vast majority will make a living from the development of our primary industries and the secondary industries which are bound to follow.

The industrial expansion of our province will impose large responsibilities on those who are responsible for the location of those industries. Everyone who is interested in planned communities, whether he is a professional planner, member of a Planning Commission or a member of this Planning Association, must be prepared to give time and attention to the proper selection of the lands necessary for industry's location. These planners must see that industry is not handicapped for lack of sites, but at the same time consider the adverse effect those industries may have on the community or particular parts of the community. Industries are necessary if we are to provide payrolls for large numbers of people. Those payrolls will be spent in our commercial establishments. And the industries themselves will pay a large portion of our municipal taxes to provide schools and other services necessary to a healthy growing community; without these taxes an intolerable burden may be placed on the lands of the home owner.

There has been a tendency on the part of some planners to look upon the zoning of lands for industrial purposes as the least important part of their work. They have been willing to go to almost any lengths to assure good locations with reasonable amenities of residential areas, parks, schools and even commercial establishments. After all of these have been taken care of lands that are not useful or suitable for those purposes may be set aside for industry without much thought as to its suitability. This tendency has possibly grown up on the assumption that industry

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LAND USE CONFLICT

5.

"DWINDLING ARABLE LANDS"

Dr. J. Lewis Robinson

Department of Geography and Geology, University of British Columbia

Some of you may be wondering what part geography plays in urban and regional planning. If you were educated more than 20 years ago, you probably think of geography as a grade school subject - countries and capitals and lists of products. Unfortunately, that was geography; but a new geography has developed in North America, following the European pattern, as rapidly as geographers can be trained. Geography still deals with place, space and area, but it is developing a geographic technique and philosophy which applies this information towards the solution of practical problems. Several universities in Canada are now graduating professional geographers who are contributing their talents of area analysis to planning boards, resource agencies and government departments.

One definition of modern geography says that "geography is the study of the influences of the natural environment upon man - or the relationships which exist between man and his natural environment". Geography is therefore firmly rooted on the earth - it studies the natural environment of that earth, which includes land forms, soils, vegetation, drainage and climate. These forms are studied not in themselves, but for their relationships to one another, and for their influence upon man and his activities. Since what we do, particularly in an agricultural region, is greatly determined by the character of our local environment and what it offers, it should be apparent that this geographic approach to man's problems may be able to offer a few new ideas.

Most geography is based upon regional studies. In these cases the total environment of the region is studied for the individual, and collective, influences upon the problems of the region. It is not a big step to transfer these techniques of area analysis from a regional to an urban area. This phase - which we call urban geography - still has as its core the relationships between the city and the environment of its region.

In a growing region it is obvious that regional planning is needed. To be practical, this plan must have a scale. That is, what is the future population of the region for which you are planning? What will be the occupations of the people in this region? Too often the future size of a region is determined by an individual with sound mathematical training who plots the area's past growth on a graph and then projects this arithmetical curve into the future. Such a graph may overlook entirely the functions of the area, and the place of the region in the hinterland that supports it. No region exists by itself; it is part of a larger region. No city within the region grows by itself; it grows with and for its region. The city fulfills certain functions and obligations for its region. It is the manufacturing and processing centre for the resources of its hinterland. It is the market for the surrounding agricultural production. It is a service and recreation centre for people in the surrounding rural area. The relative importance of these functions, or occupations, vary from city to city and from region to region in relation to the particular resources of that region.

"Cp. Geog course"

Frequently, in plotting an increased population it is considered that all present occupations will expand in the same ratio. This concept is not valid unless it is shown that the regional resources upon which the occupations depend are also all capable of expansion at the same rate. Most of us realize that such is seldom the case, for many regions have only one or two resources which might be expanded and others are already being fully utilized. The geographer's approach in analysing the future population growth of a city and its region is to study the regional environment of the city. This environment offers certain resources, which can be compared with similar environments and resources which the geographer knows in other parts of the world. These regional resources are usually the basis, either directly or indirectly, of the occupations in the urban centre. If the mapping and analysis of the local environment indicates that expansion is probable and desirable (in light of other regional experience and considering the area in light of its national or global position) it is possible not only to predict the trend of future population increases but to indicate the occupation groups which should have greatest growth. In an area such as the Saanich Peninsula where population growth has been so greatly dependent upon overflow from the chief city, Victoria, and a notable percentage of retirement to small holdings, and where the regional natural environment presents definite limitations, it may be well to consider carefully the resource base of the city when planning for future growth.

Only after these regional influences are considered, is it desirable to turn to the city itself. An expanding city requires area for growth. Geography, we said earlier, deals with place, space and area. Too often a growing city thinks of area purely as the space occupied by its political limits, without carefully analysing the character of that area. There are areas that are physically suited to particular types of growth, and other areas that are not. We are aware that the three main functional zones within a city are those of residential, commercial and industrial uses. As indicated earlier, the expansion of these particular functions should not be expected to be uniform, and their growth will be related to the resources of the region. If such is the case, the regional analysis may indicate that the industrial areas should expand at a greater rate than the commercial functions. The city then has to analyse the type of area that is available or desirable for industrial growth. Such sites are usually limited in size and position, since they require to be along transportation lines or accessible to transport extensions. In addition, industrial sites are rather particular as to physical conditions of bedrock, topography and drainage, since industry is less adaptable to site than are residences or stores.

Frequently cities seem to forget that industries are the basis of their existence. They are involved in zoning regulations and facility installation for residential areas without considering that there would be few residential areas - and few commercial areas - if it were not for the industries which supply work to the big percentage of the working population. I maintain that first consideration should be given to industry in allotting area for expansion. Since industry is the major means of turning the resources of the region into a more usable, and saleable, form, industrial expansion will be one of the measures of potential regional expansion. Since industrial sites are fairly exact in their requirements, and industries furnish occupations not only to their numerous workers, but also to those persons who supply the needs of the workers, it should be apparent that industrial considerations should be foremost in the area analysis for future expansion. The geographer's technique of area studies, in which he is trained to balance one set of conditions or influences against another set, gives him the broad viewpoint which is necessary in weighing the demands of various functions for a particular piece of area.

Although industry should be given preference to the most suitable areas in urban planning their total needs are usually not great in comparison with the area covered by residences. In a growing community the problem of areal expansion is usually more concerned with finding space for homes. Probably 75% of the occupied area in most cities is taken up by residences, which are in themselves not a productive use of the land. It is true that many cities have large areas of poor soil of glacial origin which are not productive agriculturally and therefore are performing a useful function in supplying space for housing. On the other hand there are other regions where the residential spread is encroaching upon valuable and productive agricultural land.

We are sometimes inclined to forget that B. C. is not an agricultural province. Much of our area is topographically, and in the north climatically, not suited to agriculture. We have an average of one cultivated acre per person in B.C. We are aware that our population has increased remarkably, but our area of cultivated land has not expanded at the same rate. In 1900, British Columbia had a population of 170,000 persons and 500,000 acres of cultivated land - about 3 acres per person. In 1950 we had a population of 1,200,000 and about the same number of cultivated acres - about one acre per person. It is interesting to note that FAO states that the minimum amount of land needed to support a person with food is about $2\frac{1}{2}$ acres. This lack of agricultural land is not as serious a problem (in peace time) for commercial or industrial areas that are dependent upon trade, such as in Great Britain or northwestern Europe, but the trend presents more of a problem to an agricultural region. Not only is our cultivated acreage growing relatively slowly in B.C., we are actually taking some of it out of production in some regions.

Last year at the Vancouver Conference I emphasized the danger in the trend of expanding residential settlement onto the good agricultural land of Lulu Island, in the Fraser River delta. Every year, 100 to 200 acres of excellent dairy or truck garden land disappears into the non-productive classification of houses. Already Vancouver's agricultural hinterland in the Fraser Valley cannot supply sufficient food for the urban metropolis, and yet we continue to allow agricultural land to go out of production, and therefore increase our food costs. There might be some arguments for this trend, in terms of the space needed for productive commercial or industrial workers, if it were not for the fact that large empty areas still exist in Greater Vancouver, located on non-productive glacial soils. Greater Vancouver is, therefore, not using its area properly. On a regional basis, housing should go on non-productive land, leaving the good soil to feed the growing population. On a smaller scale one can see the same trend appearing in the Chilliwack District, at the opposite end of the Lower Fraser Valley. Urban pressure on the land is resulting in farmland becoming residential area, and large dairy farms are being broken up into smaller, and frequently less efficient, farms. It would appear that Chilliwack has now about reached its maximum size if its main function remains that of a supply-market centre for the surrounding agricultural district. In the Okanagan Valley the same trends are also apparent. Cities such as Kelowna and Penticton are expanding on to the adjoining fruit lands - and yet those same fruit lands are the main support of the city. Residential encroachment is, therefore, in danger of "biting off the hand that feeds it".

In the Saanich Peninsula these problems of conflicting land use are also upon us. Vancouver Island has very little good agricultural land - only about one-fifth of the area of the southeastern strip of the Island is classed as arable. One of the largest blocks of good land is in the Saanich peninsula. This region is also a desirable place for residential settlement. Since it has the mildest winter climate in Canada, which is noted for its cold, it has been a favoured area for retirement. Therefore population has increased steadily, but arable land is limited by environment

and cannot be expanded easily to the same degree. Already agriculture, in a summer drought climate region, is competing with residential users for the limited ground water.

The population density on Saanich peninsula, including Victoria, is more than 550 persons per square mile. This is comparable with some of the densely populated parts of Northwestern Europe. Excluding the urban area, the peninsula has a density of about 175 persons per square mile. This may be compared with the average of about 100 persons per square mile in the Lower Fraser Valley, which has much better soil than here. The situation becomes more serious when one compares densities per acre of arable land. Saanich has a density of almost 450 persons per arable acre, whereas the Lower Fraser Valley has a density of about 200 persons per arable acre. Thus the poorer soil of Saanich is supporting more than twice as many people as are supported agriculturally in the Fraser Valley. Obviously such densities either mean a lower standard of living on the average, or that the residents are supported by additional income from sources other than farming.

The point is that on southern Vancouver Island, as in some other parts of B.C., we have permitted urban areas to expand without control into some of the few good agricultural lands that we have in the province. Already B.C. imports a big share of its food. Our expanding agricultural acreage is in the central part of the province, where soils are poorer, climate is more uncertain, and transportation is scarce. On the other hand the acreage going out of production is on some of the best soils of the province, with a good climate and near to markets.

This trend might be excused if all of the available residential land in Southwestern B. C. were already occupied. It is not, however. Here on Saanich peninsula you have a variety of soils, owing to a rather complex geological history of emergence since the Glacial Age. It would seem desirable, therefore, in whatever planning done for the region that good soils be saved for agriculture and poor soils be used for residential, or other, purposes.

The problem that becomes apparent to me as a geographer dealing with area, is that this region has reached the stage where there are alternative demands for land area. In the Okanagan it was apparent that already residential uses have pushed back the orchard areas. On Lulu Island good dairy farms are being subdivided into less productive small holdings and unattractive residences. Such encroachment is possible for a time, as long as there is other land available farther back which will produce more crops. However, geographically neither the Okanagan, Lower Fraser Valley nor Saanich have unlimited agricultural hinterlands. Every new residential block will take land out of production - land upon which many residences actually are dependent, in terms of the owner's livelihood. Obviously, we cannot have our cake and eat it too. There is a limit to the population which the agricultural resources of this region can support - these limits are environmental and deal with area.

This problem can be delayed for awhile, however, by making more intensive use of the present residential areas. This has been done in local agriculture, since it is obvious that small fruits and truck farms are a more productive use of the land, than was the grain growing of fifty years ago. It appears that the time is fast approaching to intensify the use of residential land. This means going up into the air. I am sure that the idea will not be popular with the famous independent Victorians who love their gardens. However, if future horizontal expansion may prejudice the agricultural basis of the urban population, it seems apparent that greater urban densities may still be accommodated on each acre by building apartment houses and other types of multiple dwellings.

My discussion has dealt with the topic of "Dwindling Arable Lands", and as such has approached it from the geographer's viewpoint of being a problem of area use. The themes running through this paper were the following: that a growing community is dependent upon the expanded use of the resources of its region, and cannot grow without growth in the region; that urban growth is a regional problem; within a growing community industrial growth is the chief means of making more occupations and therefore should be given priority in the allotment and reservation of land. Finally, that residential growth is expanding into the agricultural lands, and is in danger of "biting off the hand that feeds it".

In conclusion, may I leave this thought, as an individual, not as a geographer. All of the communities in B.C. are growing, and have expanded rapidly in the past decade. There may be some among you who confuse size with greatness. A great city, and a comfortable city - one in which it is a pleasure to work and play - is not always a big city. Work on your plan of growth, but limit your objectives. The Saanich area is one of the "pretty" parts of B. C. Don't clutter it up with too many houses. Do not try to achieve size; do not try to cover too much area with your buildings. Plan for a comfortable and liveable city - even if you have to place restrictive limits on your growth.

LAND USE CONFLICT

6.

"SOME EFFECTIVE REMEDIES"

H. P. Oberlander

Professor, Community and Regional Planning, University of British Columbia

The overall theme of this afternoon's session is the conflicts resulting from the varieties of uses to which a given piece of land can be put. It may seem incongruous for anyone who merely looked at the program that Canadians should be worried over land use conflicts. The unfamiliar observer may readily wonder why anyone should be concerned with land use conflicts in a country which is among the largest in area in the world and among the small in population. Indeed, Canada has virtually limitless space and a comparatively small although rapidly growing population. Despite the vast open spaces Canada's communities have developed close to the 49th parallel and it is this concentration of development that has given rise to some of the conflicts. Most of this land is called upon to support all the many purposes required for Canadian communities to grow and expand. We need land on which to live, build our schools, hospitals, industries, lay out our parks and playgrounds, but we also need land on which to grow our food. The growing urban communities of Canada seem to be caught in a vice; more and more people needing more and more land on which to live and from which to be fed, but since we have only a limited amount of land at our disposal this leads to a dilemma; more and more people on less and less land--here is the conflict. No part of Canada seems more aware of this conflict than British Columbia.

Before attempting to suggest some remedies to resolve this conflict, let me produce one or two further pieces of evidence to dramatize the seriousness of the situation based on some recent work in the Lower Mainland area. Between 1941 and 1949 the Lower Mainland Region increased in population from 440,000 to some 660,000 --an increase of about 50%. During the same period the number of milk cows increased from 92,000 to 94,000 or by less than 2%. During the same period we have become less and less able to feed ourselves and whereas we imported slightly more than 100,000 dozen eggs in 1941 by 1949 we imported 2,000,000 dozen. In 1941, British Columbia imported $12\frac{1}{2}$ million pounds of butter; by 1949 the figure had jumped to 21,000,000. These increases are not necessarily bad in themselves but they do mean we will have to pay increased transportation charges on more and more of the food we eat. Nowhere is this factor more clearly reflected than in Vancouver's changing position in the cost of living index. In 1941 of the eight largest cities of Canada, Vancouver ranked 7th in its cost of living index with only Edmonton lower. In 1949 Vancouver had moved up to third place.

In a recent newspaper article, Mr. Arthur Laing, M.P. for Vancouver South, wrote that in January of this year we brought in from Winnipeg twelve carloads of mixed vegetables at the fabulous freight rate of thirty dollars per ton. During the same month four such cars originated in Alberta. No wonder, he writes, the housewife stands aghast at cabbage costing nineteen cents per pound but she might recall that it probably originated in Winnipeg or Oregon or California or Texas, and take what comfort she may from this fact.

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* Regp - Canada, British Columbia

One other observation may help us: Of the area described in the soil survey for the Lower Fraser Valley undertaken just before the war, only 58% of the land was considered arable or less than 500 square miles. The 1941 census, however, reported that some 503 square miles were kept as farm land in the Fraser Valley. Kept, of course, does not necessarily mean cultivated, since farmers with eighty acres may only be actively using fifty or sixty. It does mean, however, that most of the arable land was in private hands and that few, if any, new areas could be opened up. Since 1941, however, the population of the area has increased by 50%; it is unlikely that cultivated farm land has increased at anything like this rate (in fact we know it has not) and probably has even dropped. The result is that we in the Fraser Valley will have to continue to increase our food imports from other provinces or other parts of the province and will have to pay for the increased transportation charges that that entails.

What does it all add up to? British Columbia is not an agricultural province, we have a limited amount of arable land and with few exceptions we have developed much of the good land already--at least the land nearest to the markets and the heavily populated areas. It means that we will have to do three things: first of all we must do all we can to expand our agricultural acreage wherever we can, secondly we must intensify agricultural production wherever possible through increased mechanization, drainage, irrigation, and good conservation practices wherever necessary, but above all we must guard jealously whatever agricultural land we now have, especially the best soil areas and keep them in agricultural production for the ever-growing demand for high quality food. How can that be done particularly in agricultural areas immediately adjoining expanding urban areas such as Vancouver or Victoria or even smaller cities like Chilliwack and Nanaimo?

First of all we must try to direct urban expansion, particularly housing, away from the good agricultural land onto poorer grades of soil. This should not be too difficult since soils in these areas are usually superior for housing in many ways. They are usually fairly high above the fog line and if the sub-soil is thin and gravelly, which would make them unsuitable for agriculture, they are just right for housing since they allow easy excavation for dry basements and well-drained septic tanks; this kind of land would provide easily-drying gardens and lawns after rain or showers, enabling children and grown-ups to use them more readily. Let's keep residential development off the good agricultural soil and put it on land which is most suitable for its own purposes.

Secondly, one of the best methods of trying to influence the development of residential areas is by proper location of new industries and the expansion of old ones. It is becoming axiomatic that industrial expansion needs housing and usually as close by as possible without interfering with residential amenity. If you locate industry properly, preferably on land close to poorer soils you will encourage the development of these areas for residential purposes and be able to keep the good soil areas for agriculture. One of the reasons for the invasion of the many small houses on Lulu Island undoubtedly is the proximity of industry on these areas. Our experience in the Fraser Valley generally points towards the close relationship between where people work and where they want to live.

Thirdly, when farm land is to be sub-divided for urban purposes to make more room for houses, we should be sure that the acreage is broken up into efficient units which will enable the small holder to make use of his land easily and efficiently or will allow a maximum of residences to be developed according to high standards of space, accessibility and view. If we have to sub-divide land let us be sure that the sub-division takes place smoothly and proceeds according to good accepted

standards and layout.

All these requirements can be summarized by one word--zoning. We need a comprehensive system of zoning in rural areas, which on the one hand will designate certain areas for agricultural use and make sure that those lands less suitable for food production are going to be developed for residential, commercial or industrial purposes. Zoning in cities and towns is widely used and has proven itself well. Zoning for agricultural purposes has not yet been used and its importance for rural communities not fully appreciated. Zoning for agricultural purposes is not as easy as for urban purposes and under certain circumstances may work certain hardships.

Let us examine the conditions that it is expected to deal with: In contrast to urban land--land used for housing or shops or industry--farm land has a basic inherent productivity; in town, land is simply a site for a building; in the country it is a basic ingredient in the productive processes. Therefore ideal farm land is valued at its expected productivity or its anticipated crop yield in dollars and cents. Land with certain improvements, such as cleared and drained, will be valued higher. Ideal conditions do not prevail often. Land valuation in rural areas is often unbalanced by other potential uses to which a given piece of land could be put, such as residential, commercial or industrial purposes. This anticipated change of use, from a lower to a higher, or more intensive use of land tends to overvalue the land. What used to be land valuation based on use alone and its reasonably expected direct return tends to become valuation on potential change of use, or in other words speculation in land as a trade commodity. This optimistic point of view usually exists on the fringe of rapidly-growing municipalities where change seems the only permanent aspect of the community. Such optimism seems particularly prevalent along likely paths of urban expansion such as highways or following new industrial locations. This view, that land has a greater potential than its current use may indicate often is somewhat premature and rather over-optimistic. It is likely to lead to increased taxation based on a rising potential value and the farmer may suddenly find himself farming potential residential land or commercial frontage and will be taxed accordingly. Caught in this situation it appears he will react in one of three ways: first of all he can farm more intensively and efficiently and thereby increase production and his profit. Secondly he can resort to mining the land through intensive farming without plowing anything back into the soil, in the assumption that his property will soon be used for housing or shops. In this case if the expected change over from farming to residences or shops does not occur this attitude inevitably leads to a waste of good land and the premature sub-division of land for not yet demanded urban uses. This is quite likely to happen since in municipalities which are undergoing a transition from rural to urban conditions the tax rate is likely to go up considerably in order to meet the increasing demands for more and better services. This tax rate may be applied heavily against improvements such as buildings, irrigation works and general maintenance and will, therefore, be a further deterrent to keeping buildings in good repair and undertaking extensive improvements. Lastly, as the third alternative, the farmer can give up altogether and sell out right away to get out from under and take what he can from the usually over-optimistic real estate developer.

In the last two alternatives the community comes off second best and loses ultimately a valuable source of food. That is why the community has a stake in zoning for rural uses, especially agriculture, but why at the same time agricultural zoning must be tied to a progressive and differential system of taxation if it is to be effective. Land zoned for agriculture should be assessed and taxed as agricultural land. The current agricultural productivity should be decisive and not some speculative future change of use which tends to squeeze the farmer out of agricultural production. If it is in the interest of the community that certain pieces of land be

kept in farming because of good soil and proximity to urban markets which need fresh vegetables, then the farmers should be given an incentive to keep on farming and not be penalized by rising taxation. As incentive a system of taxation with a premium rather than a penalty for keeping good agricultural land in agricultural production can do a great deal to support a proper rural zoning plan and help the farmer to withstand the temptation to sub-divide the land prematurely or mine it and thereby contribute to land waste and loss of values generally. Don't penalize the farmer who is doing the most important community job by raising food, but give him a bonus through the differential system of land taxation. It will stabilize land values and effectively curtail indiscriminate urban sprawl over some of the best land we have and encourage long term investments in buildings and land improvements in rural areas.

How does that work in practice? In Ontario under a recent amendment to its assessment act such a differential rate of taxation or a tax bias in favour of farming has been introduced last year. Here is the pertinent section:

"Section 35 of the Ontario Amendment Act": In any municipality where lands held and used as farm lands only and in blocks of not less than five acres by any one person are not benefited to as great an extent by an expenditure of monies for and on account of public improvements of the character hereinafter mentioned, in the municipality or other lands therein generally, the Council shall before the first of March pass a by-law declaring what part of any such lands shall be exempt or partly exempt from taxation for the expenditures of the municipality incurred in the cost of water works, fire protection, garbage collection, sidewalks, pavements or sewers or lighting, oiling, tarring, treating for dust or watering of the streets, regard being in determining such exemption to any advantage direct or indirect to such lands arising from such expenditures or any of them."

This is the Ontario Act which established a differential tax rate and therefore removes some of the unjust tax rates from rural land and relieves the pressure to subdivide or mine soil.

Some of you may feel that that may be all right in Ontario but might tend to deprive smaller municipalities in a less wealthy province of the considerable segment of their property tax income and in some sense thereby straining municipal coffers even further. Let me show you, however, that it is the municipality that has all to gain by such a procedure and what is more, that from the municipal point of view sub-division does not pay, at least not today and that agricultural production is preferable to building many houses on good soil.

My students and I have been working on some planning problems of a growing municipality in the Fraser Valley and I would like to use some assessment and improvement cost figures to demonstrate something I have long suspected; namely, that the breaking up of a successfully operating farm into 50 ft. lots places a burden onto municipal coffers far above what the municipality can hope to recoup through increased assessment and higher taxation. These figures have been put at our disposal through the municipal clerk for which we are grateful. A small 18 acre farm in this growing community in the Lower Fraser Valley was assessed in 1945 at \$4,800.00 which included \$3,000 for improvements and \$1,800 for the land. Taxes levied were at the rate of 20.5 mills for schools and 16 mills generally in 1945 at the ratio of 100% on land and 50% on improvements. This was an average situation in 1945 and yielded from this farm a little more than \$120.00 in total tax revenue for the municipality. In that year educational costs were about \$48.00 per child and since this farm

supported a family of two adults and one school-age child, subtracting \$48.00 from the total tax revenue, left \$72.00 for other municipal purposes. In other words, the municipality after meeting its educational costs for this family had more than \$70.00 with which to meet costs of administration, justice, social assistance, public works and the other usual municipal services.

Six years later, in 1951, we find that the property has been divided into 52 parcels of land with a total of \$76,600 for improvements and \$10,700.00 for land; taxes levied were still 100% of land and 50% of improvements. The tax rate in this year had gone up to 29.55 mills for schools and 19.45 for general purposes. Taxes levied at this rate amounted to \$2,400.00 for school and general purposes. The average school cost by 1951 had gone up to \$79.00. Of the 52 parcels, 41 had been taken up and built upon and has produced a school population of at least 30 children. Thirty times \$79.00, multiplying school costs with the number of children, amounts to just under \$2,400.00 or exactly the equivalent of all tax revenue from the 52 parcels of the original 18 acres of land. It is therefore evident that all other municipal services such as administration, social assistance, public works and others would have to be provided by the municipality from other sources of income since this subdivision itself yields no tax income for these services whatsoever.

This is a fairly typical example of what is happening in most growing municipalities, particularly those that are in a state of transition from a rural to an urban economy. It may indicate that indiscriminate land sub-division can mean slow suicide for the municipality economically or even can bankrupt the corporation almost overnight. This is quite apart from the considerable loss of arable land involved. It therefore seems in the greatest public interest that the municipality exercise some guidance over the private use of land, first of all through zoning and secondly through an incentive system of taxation. This seems essential if we realize that the property tax on land at present is the principal source of municipal revenue and furthermore that by mortgaging the tax-paying capacity of present and future owners of the land within the municipality local government is able to finance necessary capital improvements and build public institutions.

Zoning and a flexible tax structure must be supported by three further devices:

1. Through a municipal policy of timing land sub-division according to a Community Development Plan, the municipality should be able to discourage premature sub-division and refuse approval. It may be difficult to convince the owner that the sub-division for which he apparently has ready sale and from which he is going to make money is a premature one but it has been done in many instances and will depend on the persuasiveness of the municipality and their ability to prove it with facts and figures such as some of these mentioned above.
2. One of the most effective methods for discouraging too early sub-division of land is to require, where services are not available and the land is not yet suitable for intensive urban development, that no sub-division shall be made which has a lesser frontage than 150 feet and that lots consist of at least one acre of land. In other words high standards of sub-division layout could help materially to minimize the rate of premature sub-division.
3. A further deterrent for sub-division which may not be in the interest of the community as a whole and may lead to loss of agriculture is to

require a sub-divider to service lots completely before they are put up for sale. Again Ontario has done that in most of its municipalities. In the Township of North York, for instance, it is required that the owner shall install sanitary sewers, water, storm sewer, sidewalks, curb and gutter, light asphalt pavements. In other townships it is even required that the sub-divider shall pay not only for the cost that would be assessed against the frontage of lots but absolutely all costs including the intersection and the valves and the hydrants. These provisions are gradually removing most of the speculative costs from the municipality to the sub-divider where they perhaps rightly belong.

By way of summary, let me repeat some of the remedies for the loss of agricultural land and the premature sub-division of some of our best rural areas. If land within rural or semi-urban municipalities is not to be driven by excess taxation in speculative sale for purposes other than agriculture there must be some provision by which agricultural land within such a municipality can be relieved of any taxation in excess of what it would enjoy in a rural municipality. It should therefore become municipal policy that by following a prescribed procedure (laid down in an amendment to the provincial assessment act) that any lands used as farm lands in blocks of not less than five acres by any one person may be exempt or partly exempt from taxation due to the cost of water works, fire protection, garbage collection, sidewalks, sewers and all other urban services in cases where they do not receive either direct or indirect benefits from such services. This seems to me the most important single answer to the problem but must not be taken in isolation and must be closely tied to a comprehensive zoning ordinance and a high level of land subdivision standards growing out of an overall development plan for communities. This plan should be based on a progressive policy established by Council to make sure that as changing demands occur for the use of their land that they will be ready to move with these changed conditions and assure the smooth and successful transition from rural communities to urban ones when the time comes, and not earlier.

2

CO-OPERATION BETWEEN MUNICIPALITIES FOR PLANNING ACTION:

Co-operative planning.

Municipalities should have the right to co-operate in the planning of their area and to take joint action in respect of their共同的 responsibilities.

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CO-OPERATION BETWEEN MUNICIPALITIES FOR PLANNING ACTION

1.

"THE LEGAL OPPORTUNITY"

Mr. W. T. Lane
Solicitor, Chairman, Vancouver Branch, C.P.A.C.

My object is to explain what are the legal opportunities for the expanding community to achieve planning co-operation with neighboring municipalities.

But first of all one might very well ask "What is law?" The answer to this question will give us a better idea of the nature of the legal devices which are at the disposal of our planning conscious communities.

Our law comes from three vast sources. The oldest is the Common Law which is nothing more than today's interpretation of those rules which were common to all the tribes of southern England at the time of William the Conqueror. These unwritten rules were simple and direct but sometimes caused hardship by not being flexible enough to solve unusual problems.

To soften this harshness in the Common Law a second body of unwritten rules based on "good conscience" grew up under the name of Equity. In time Equity grew rigid and like the Common Law was unable to keep apace with a world rapidly embracing the complexities of trade, industry and travel.

In order that the realm might function efficiently the sovereign gathered around him some of the most important men in the country "in parliament assembled" to draw up such written regulations as they deemed necessary. These regulations when signed by the sovereign, with the consent of this legislative assembly, became Statutes of the Realm. Statutes thus form the third great source of law in British Columbia inasmuch as our Legislative Assembly has, in many matters, the same power as the old English Parliament.

Most legal opportunities for a community to co-operate with other neighborhoods on actual planning matters are set forth in the Town Planning Act, one of the Revised Statutes of British Columbia, 1948.

JOINT SESSIONS: In that Act we find that the Town Planning Commission of contiguous communities can meet in joint sessions. Although the Commissions apparently cannot fuse and act as a single body they can nevertheless report to their respective Councils their joint and several decisions on common problems. Section 23 of the Town Planning Act sets out these points:

"Where a municipality in which a Town Planning Commission has been constituted has contiguous to its borders one or more municipalities also having a Town Planning Commission, it shall be competent for such Commissions to hold joint sessions for the consideration of any problems which may affect them jointly. Any conclusion reached at any such joint session shall receive the careful consideration of each Commission affected but the liberty of action of each Commission and its individual responsibility shall not be restricted by the

decision of the joint body, save to the extent that in making a report of recommendation to the Council upon any subject dealt with at the joint session a Town Planning Commission shall also report the recommendation of the joint session, and if its own report differs therefrom shall indicate the reasons therefor.

R.S. 1936, c.287, s.23."

But actual joint planning is impossible as the law now stands.

REPLOTTING: As to the problem of replotting adjoining land in two or more organized municipalities no single legal device is provided by the Town Planning Act to give the desired solution. However, nothing prevents such communities from undertaking complementary and independent action to bring about the same end. In cases where the municipalities are within the same Land Registry District the guidance of a common Land Registrar will undoubtedly make the problem much simpler for the municipal officers concerned.

REGULATED AREAS: Part III of the Town Planning Act allows the Lieut.-Governor in Council to make regulations of a planning nature in the Province's vast unorganized territories. Section 61 explains what he may do.

"The Lieutenant-Governor in Council may make regulations applicable to unorganized territory for the following purposes:

- (a) To prescribe principles to be observed and requirements to be met in the subdividing of lands before approval to a plan of subdivision is given by the approving officer as defined in the "Land Registry Act":
- (b) To control the use of land with respect to location, design, and construction of buildings and to prohibit the erection or occupation of any building unless due provision is made for sanitary facilities, water-supply, drainage, and other works and facilities in accordance with regulations for the time being in force under this Act:
- (c) To prohibit or restrict any occupation or use of any land or buildings where deemed advisable:
- (d) To require the owner of any land to remove therefrom or destroy any buildings situate thereon or to do any act or thing deemed necessary in the interests of health or safety. 1946, c.75, s.5"

In order to give effect to these purposes he may, as Section 64 explains,

"define the area or areas to which any such regulation shall apply and may make different regulations applicable to different areas".

Of course, from a legal point of view all this is of no direct concern to the various organized Municipalities. Yet it is fortunate that the Lieut.-Governor in Council through the Town Planning Division of the Department of Municipal Affairs always lends a sympathetic ear to the suggestions of those communities which border unorganized territory. And frequently, as in the case of certain areas adjoining Kelowna, a request from the municipality brings about regulations operative in an adjoining district, which greatly enhance the municipality itself by insuring that the approaches to the town are developed in an orderly fashion.

CO-OPERATION BETWEEN MUNICIPALITIES FOR PLANNING ACTION

2.

"THE NEED FOR PLANNING IN THE CAPITAL REGION"

Mr. F. W. Nicolls

Chairman, Capital Region Planning Board of British Columbia

Under Part IV of the B. C. Town Planning Act the Minister of Municipal Affairs may declare any area as a Regional Planning Area and cause to be constituted a board to be known as the Regional Planning Board.

The Minister of Municipal Affairs has declared the area including Saanich Peninsula and Greater Victoria to be the "Capital Region Planning Area" and the board to be known as the "Capital Region Planning Board of B. C."

The board is composed of one representative from each Municipality and one from the Province, totalling six members. There are five advisory members, being the engineers from the five municipalities.

In order that there will be no misunderstanding as between the Planning Board and the Planning Commissions the Deputy Attorney General has given his opinion to the effect that it is the duty of the Capital Region Planning Board to actually plan the area and that, in this connection, it is the duty of the Planning Commissions of the municipalities affected to act in an advisory capacity to their municipal councils.

For the purpose of preparing this regional plan the Town Planning Act requires the board to investigate, make surveys and consider any matters dealing with the physical, social and economic development of the area. The board may hold public meetings, publish information and give such publicity to its proposals as it considers desirable.

The fact that land-use governs the health; the social life; the welfare and prosperity of the people should make policies for its use, regulation and control, one of the major objectives of a municipal council. But municipal councils do not, as a rule, undertake town planning unless they know its advantages or know that there is a large body of educated public opinion behind them. Therefore, it is desirable that our citizens and particularly our elected municipal officials should have an appreciation of just what constitutes regional planning and what it will do for their municipality or community.

Regional planning is the scientific approach to municipal management and development; it embraces community planning and town planning. It includes housing and all the economic, physical and social requirements of community life. It involves the planning of land within and beyond the borders of cities, towns, villages and rural centres and, therefore, includes the planning of the land upon which all types of buildings are built. The problems of the land cannot be separated from the problems of the people living on the land. The major use of land in established communities is for residential purposes. Therefore, regional planning vitally affects the home and the home is the foundation of our nation.

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Planning embraces practically every aspect of municipal government. In order to understand properly the responsibilities at the various governmental levels it is necessary to bear in mind that in Canada a municipality and the land under its control comes under the jurisdiction of the provincial governments. The enactment of legislation to enable municipalities to plan and carry out their plans is a provincial responsibility. The preparation and execution of the plan is the responsibility of the municipalities concerned.

Policies for the use, regulation and control of land is one of the major obligations of a municipal council. It is, therefore, in keeping with the highest principles of democracy to suggest that it should be mandatory for a municipality to prepare a master plan in order to explain their policy with respect to the use of all the lands that they administer.

The line of demarkation between the preparation of a plan by a municipality and the acceptance of that plan by the community is very clear. By making the former mandatory and the latter permissive, the community will be assured of a plan satisfactory to a majority of its citizens.

The complete replanning of a community or the planning of a town in an entirely new location can be likened to a family wanting to build a new home; it can be designed to fit the particular needs of that family - always keeping in mind the financial limitations of that family. However, if the family lives in an old house and of necessity must continue to live in that house, and at the same time, improve their living conditions, the parallel between such a condition and town planning is more apparent.

The family, through the medium of their architect, would analyze the house and determine what features were desirable and should be retained; what features were objectionable and should be eliminated; what changes were necessary to provide for future growth of the family and whether the cost justified such changes.

The cost factor is just as important to a municipality as it is to an individual family, in fact, more so. The family may want certain amenities and be quite willing and able to pay for them but the municipality, being a corporate body and spending tax money, should not make expenditures for changes or improvements in their municipality unless they can see where the community will gain by anticipated savings to its taxpayers.

We should always bear in mind when considering planning on the Town, Community or Regional levels that it is a question of "economics" more than it is "engineering".

The principal function of all municipal governing bodies is to look after and protect the interests of its citizens. They give costly police and fire protection, they enact zoning ordinances and building codes; but without a Master Plan of the community which will show the future growth they fail to give the protection to residents and investors to which they are entitled.

A well-built building does not depreciate as rapidly as does a non-planned neighborhood or community in which it may be built. There are building codes to regulate and control the construction of buildings but only a carefully prepared master plan can anticipate and correlate the growth of the neighborhood or community affected. Planning is a service that a municipality owes to its citizens.

Without planning there can be no confidence on the part of investors in the successful growth of the community. This will reflect in restrictive or more costly borrowing on the part of both the municipality and its residents.

An interesting example of just how proper land or community planning affects the economy of the average person is understood when the terms of repayment of a National Housing Act mortgage loan are considered. Ordinary loans are made for 20 years and the monthly repayment factor is \$6.57 per \$1,000. If a community has an effective master plan the loan may be made for 30 years and the monthly repayment factor per \$1,000 of loan is \$5.34.

Thus a borrower who secures a \$6,000 loan in a properly planned community is paying \$7.41 less per month than the borrower who lives in an unplanned community. This means that his shelter budget is reduced by approximately 10%. Multiply this saving by hundreds or thousands of families living in a community and you will see at least one practical example of how it pays to have proper town or community planning.

Zoning is not a substitute for town planning. It can be likened to the opiate which reduces the pain while the patient is dying of a disease which could be cured by proper diagnosis and treatment. Zoning does not expose the cause or remedy the trouble, only a proper master plan will cure the disease. When a master plan has been prepared then and only then can zoning be intelligently applied.

Zoning has a similar relationship to land planning as the specifications for a building has to the working plans. You would not go ahead with the construction of a building with only a specification. You would first of all plan your building and then use the specification to describe those features which cannot be readily shown on the plans.

So with zoning, it cannot be intelligently applied until the master plan of the community has been made and then it must tie-in very definitely with the approved master plan.

It is particularly important in this region that good agricultural land continue to be used as such and not be permitted to be used for other purposes.

We on this Island and particularly in this area must be careful not to misuse agricultural land. Every acre of good farm land used for some other purpose than farming is a serious loss to this area.

Proper land planning will assure a community that land suitable and planned for residential use is not sub-divided and made available for building until the necessary services are provided. We have many examples of this wasteful practice where poorly planned sub-divisions have been recorded and housing built on sites not ready for improvement because of lack of services and where such necessary services can be installed only at great and unnecessary expense to the community.

The planning of an island community presents particular problems. Vancouver Island and the Capital Region around Victoria is no exception. There are problems here which will require extensive research and we must find the answers to problems for which there is no precedent.

The Capital Planning Area includes nearly 60,000 acres, has a boundary line of about 7 miles on land and nearly 70 miles of shore line. There is very little room for expansion on land and no possible expansion beyond the shore.

The area now has a population of over 100,000 people, which equals about 1,3/4 persons per acre. The city of Victoria has approximately 11 persons per acre while Central Saanich has over 6 acres per person.

The area, therefore, includes extremes in density of population. These conditions create serious problems and we must recognize the fundamental differences between urban and rural lands and that it is impossible to mix successfully these two kinds of land uses under one system of municipal taxation.

What is going to cause this Region to grow in population and who will make up this population? Will the future population of this area be predominantly consumers who come here to retire? Will they be people of moderate means attracted by our climate who will have to be gainfully employed? If so, in what industry will they find employment? Are we on this Island to aim at becoming substantially self-supporting, so that the cost of transporting essentials to the Island can be kept to a minimum; so that in times of emergency the residents may not endure unnecessary hardship. If so, we must be sure that land suitable for farming, dairy-ing, etc. is kept for such productive uses. We must plan for industrial development but we must make sure that land suitable for farming is not used for industry, commerce or housing.

What type of industry can best serve this area on a basis that can successfully compete with outside industry? Will the product of our industries have their market limited to local consumption or are there products which can be manufactured here and shipped to other points and sold on a competitive basis? If so, should our industrial areas be adjacent to water ports or airports? Or should we plan only for industrial production to take care of the Island and locate our industrial areas at favorable positions for truck delivery and where housing for workers can be provided? All these questions must be given careful consideration and answered if we are to have a successful Regional Plan.

The timing element in planning is quite important. A good policy is to make haste slowly. Too much early enthusiasm and a desire to rush into some spectacular feature of the plan will endanger the entire project.

Our Capital Region will not be planned in a year or two years or even three years, but we should get busy and get the survey work under way as soon as possible so that in the not-too-distant future we should see just what we will have to work with.

Our first step in planning the Capital Area should be to conduct surveys of the various conditions which will affect the ultimate plan and disclose just what we have to plan with and around. This information will be recorded on base maps covering the entire area. This will take time but it is absolutely essential to have this information in proper form before any actual planning is started.

When this is accomplished we will have a picture of the Capital Area as it then exists. Then will come the task of analyzing and separating the good from the bad; eliminating as much of the bad as possible and keeping as much of the good as we can keep. Planning the future growth so that it will naturally follow a sane and sound pattern.

Vancouver Island is without a doubt "God's gift to this Nation" and we should plan to keep it so. It has everything that makes living a joy; it has climate and scenery and many natural advantages; but we are doing our best to ruin these natural advantages and we have almost succeeded.

Without proper planning we will most certainly continue to have a haphazard unplanned growth such as we have had in the past. The municipal tax situation will become worse. Decay and blight will continue to grow. Taxpayers will abandon properties and build in the suburbs. Suburban councils will have to spend more and more of the taxpayers' money only to re-create the same conditions which caused the migration in the first instance; thus the spiral will continue until our municipalities become bankrupt and may have to be eventually taken over and administered by a higher level of government.

This situation is nearer than you think and it can only be avoided by careful and efficient municipal management and this is what we mean when we say "Regional Planning".

Let me impress upon you that the ultimate in Regional Planning is not roads, power lines, sewers, or buildings. These must all be planned and constructed in a manner that will best serve human needs but they are all merely the means to that end.

The ultimate end in Regional Planning will be happy contented people living in sane, sound and healthy communities.

CO-OPERATION BETWEEN MUNICIPALITIES FOR PLANNING ACTION

3.

"CANADIAN EXPERIENCE"

Mr. Eric W. Thrift
Director, Metropolitan Planning Commission, Winnipeg

Canadian experience in Metropolitan Planning is rather like experience elsewhere. It has found varied and mixed success, perhaps because we are all feeling our way and, in so doing, look about for someone else's experience to lean on --to profit from---to give us guidance.

There is no fixed or rigid pattern or process for metropolitan planning. It is like all government functions when they are at the stage that we find planning today. Planning, and particularly the metropolitan aspect of it, is, at present, evolving, growing, developing, and often, therefore, changing. We do the best we know at the point in this evolution where we find ourselves.

In discussing this subject, I shall try to relate something about the metropolitan planning operation with which I am most familiar--that in Greater Winnipeg. In doing so, I may appear to digress here and there in order to point out matters of general concern which appear to me to be brought to light or illustrated by these experiences. I hope you will bear with me in these digressions.

First, a general observation. In my view, plans for a metropolitan area are, like the plan for any separate town or city, almost valueless if they are prepared for and handed to the member municipalities and cities as a fixed plan, without the establishment and recognition of a continuous planning function to use the plan. The real value of planning comes not during the preparation of a plan, but rather after it has been prepared. No such plan is ever finished in a growing and changing community, and to be effective, it will need constant and intelligent revision, interpretation, and adjustment. Planning should be a permanent function of local government.

Since I am discussing Canadian experience, I probably should mention, however briefly, some of the other planning on a metropolitan basis that is being carried on in Canada, other than in Winnipeg. I cannot touch on all.

Our largest city, Montreal, and its environs, has no basis at present for metropolitan planning, though the city's Department of Planning is the largest in the country.

In Ottawa, the National Capital Planning Service, under the Federal District Commission, is performing a planning function for an area which is much broader than the urban metropolitan part. Because the planning is being carried on by a federal government agency, financed and operated by the federal government, there may be some tendency in the local municipalities to regard the plan as something for which they have no responsibility and, perhaps, little interest. There appears to be little doubt that a combined job for any group of municipal units must, in some appreciable way, be the responsibility of the local governments.

Toronto, as a recent article in MacLean's Magazine stated, has had 5 plans and paid no attention to any of them. Some of them were metropolitan plans. There is as yet no responsible Greater Toronto planning body. The planning question has, however, been thoroughly woven into the whole problem of the future of municipal governments and administration in the Toronto area. There is a City of Toronto Planning Department and several of the towns and municipalities around the city are carrying on their local planning functions. There is, however, no common meeting ground and it is admittedly sorely needed.

There are a number of other Ontario centers, such as London and its vicinity, and the Windsor area, which have established their planning on a metropolitan basis. It is provided for in the amendments to the Ontario Planning Act of recent years. It appears that some useful results may come from these provisions if the planning function can be maintained as an accepted part of local government operation.

Moving now to Alberta, the Provincial Act on Planning provides for 'District Planning Commissions' for the areas encompassing cities. In practice, these areas are somewhat larger than the metropolitan area, although metropolitan problems are handled by the commissions. An important element is that provincial assistance is provided in financing the District Commissions--Province 50%, City 25%, and 25% over the other municipal units, based upon total assessment. Many municipalities and local governments look sometimes unconsciously for leadership and often appear to be much happier with a provincial leadership than with a city leadership, since the city may often be regarded in part as a rival. Co-operative activity is often useful in making clear that the city is not often an out-and-out rival, but more often a companion with whom to face difficulties.

Saskatchewan has provided powers to urban communities for control by these communities of development outside the municipal boundaries. The city, for example, can do its planning and exercise control outside accordingly. It could not, however, carry out any works outside the city.

Here in British Columbia, the Lower Mainland Regional Planning Board is operating, though, I understand, it does not profess to perform a purely metropolitan function. Perhaps within it the metropolitan function may emerge. Others here are better qualified than I to report on this.

Turning now to Winnipeg, with which I am more familiar, I shall attempt to outline what happened and what the result has been.

In the winter of 1943-44, two planning bodies came into being, resulting from actions of several groups. One was the Winnipeg Town Planning Commission, established by the Winnipeg City Council, and the other the Metropolitan Planning Committee of Greater Winnipeg, promoted under provincial government influence and established by the cities and municipalities of Greater Winnipeg. I particularly want to note the influence of the provincial government in providing leadership. It did not, however, wish to direct, guide, or control the actions of the Committee once it was established. That was wholly the responsibility of the various Council members who made up the Committee.

By June, 1944, it had become obvious that it would be foolish for these two bodies to embark upon entirely separate planning operations within the same area. Joint meetings were held that produced agreement to work together and to operate under a joint executive.

Functionally, these bodies had been established as purely advisory ones. There were two jobs for them to do in this capacity:

1. To prepare a comprehensive plan.
2. To guide and advise on development and current activities.

Number 1 was necessary as a basis to make any sort of competent job on number 2 possible.

This organizational arrangement is not necessarily the best one, but all such arrangements are made on the basis of what is possible and practical under existing circumstances operating at the particular time and in the particular place.

Some of the shortcomings of the organization were recognized and simplification was brought about under the Metropolitan Planning Act passed by the provincial legislature in 1949.

The financing was originally based upon a share provided by the provincial government, which amounted to about 20% of the annual costs, with the remaining amount provided by the participating municipalities, based upon total population according to the latest D.B.S. census figures for the various municipalities and cities. There were an even 12 members at the outset--2 cities, 2 towns, 1 village and 7 municipalities. Total annual budgets for the first years amounted to some \$27,000. The new Metropolitan Planning Act sets a maximum share for any municipality at 10 cents per capita of population. There may yet be some drawback to this, because as the dollar shrinks, so does each dime in it.

There has been a staff operating since the beginning in an office established by the planning bodies - now the Metropolitan Planning Commission. While Greater Winnipeg has its own Metropolitan Planning Act, it is probably due to its unique position in the province. It is my view that such legislation should be general and available to any metropolitan area.

To return to the Province's part in the operation. The government was prepared to assist financially in the establishment and initial phases of the work. The stand was taken however that after the initial stages, the local municipalities should be on their own to do what appeared to the province to be a purely local job.

While the argument for the withdrawal of the Province may have appeared valid, it would seem that its leadership and responsibility was essential because, with their withdrawal, there were some municipal withdrawals. The municipalities seemed to need the continuous partnership of the senior government in an undertaking transcending many municipal limits.

Urban centers are a most vital element in the existence of any province. Without them, there would be little development elsewhere. It is therefore obvious that any harm that befalls them also harms the province as a whole, physically, economically, and socially.

The urban parts and the other parts of provinces cannot be divorced, but are one. They rise and fall, prosper or perish, together. In the interests of the whole of any province, our cities and towns must survive in answer to the question of one author, "Can Our Cities Survive"?

There appears to be a place, therefore, for the province in the planning function, in leadership, and in support of the sort that some provinces, such as British Columbia, have seen fit to provide. Perhaps the day may come when it will not be necessary, but the evolution of our planning processes does not seem to have reached that stage yet.

About Greater Winnipeg again. It was established at the beginning that no such planning operation could disregard the views and ideas of the people of the community. This principle produced "Citizen Advisory Committees" to review and criticize planning proposals as they were formulated. The practical effect has been that now people know about the planning function and what it is supposed to do. Many are staunch and understanding supporters, as members of the community, in continuous sound planning practice.

There appears to be some such need, whether the arrangement is similar to the Greater Winnipeg one or not.

The Greater Winnipeg operation initially concentrated almost wholly on the production of a comprehensive guiding plan for the whole area, almost to the complete exclusion of some of the day-to-day problems that were developing.

Obviously, it was necessary to provide these tools at the beginning, and as soon as possible, so that the real continuing job could be done effectively. Some consideration must, however, be given fairly early to the daily problems that are faced by the local administrations. Dealing with them will, at first, be more difficult because of the incomplete or uncertain nature of the general plan, but this should rapidly improve. Decisions made with the support of at least limited planning considerations are likely to be better than with no thought at all of the planning aspects.

To do what I have just suggested is, in reality, an internal operational problem of the planning office, but it must be recognized by the planning administration if some such division of responsibility is to be established.

The Greater Winnipeg planning operation, in due course, developed a comprehensive plan that was embodied in a series of printed reports to be used by councils, officials, boards, committees and even interested public groups if they wished them.

They are being used as a broad guiding plan in governing planning recommendations and many other civic and municipal actions.

The general plan included guides for:

- Thoroughfares - the major traffic routes
- Zoning
- Transit routing and future extension
- Transport
- Schools, recreation and neighbourhood unit development
- Improved residential development
- Improved appearance
- Sound down-town business development

All of these were interwoven into one composite pattern. It is obvious that one affects the others. In working on each aspect, the others had to be kept in mind.

To be effective in the daily decisions that are made which constitute the growth of a community and upon which the plan should have a bearing, the planner or planners must be close, in their understanding, to those in civic administration who must make the decisions.

This arrangement will, perforce, vary from place to place, depending upon the nature of municipal and inter-municipal organization. Only a thorough examination of the particular organization structure will provide positive clues as to the most useful and practical way to proceed.

Above all else, there is one essential -- an honest and forthright willingness to co-operate and work together toward common benefits and objectives.

"United we stand; divided we fall" sounds like an old saw, but the longer we live, the greater our appreciation becomes that fundamental truths, no matter how hackneyed, are still truths. That is why we have, and believe in, things like associations, provincial and federal governments, and, finally, the United Nations. Isolationism is a losing business, whatever we hope to do and wherever we hope to live.

CO-OPERATION BETWEEN MUNICIPALITIES FOR PLANNING ACTION

4.

"ITS ARCHITECTURAL CHALLENGE"

F. Lasserre

Professor and Director, School of Architecture, University of British Columbia

My subject is essentially a visual one, and its impact will be principally through slides. I hope that you will accept these as indications of ideals - as visions - of a condition at which we would like to aim, but which we do not intend to simulate or duplicate.

These are slides taken in great cities of fine buildings and of architectural space. They do not show what must be done here. We cannot copy the works of others even should we want to. Why should we attempt to reproduce the great achievements of people in far-away lands who have other ways of living and managing their affairs, and who have other materials, methods of construction, weather conditions, topography and landscape to contend with? Surely we in British Columbia can produce greatness from our native soil with the help of native brains and talent. We can, however, be inspired to greatness by experiencing the quality of greatness in others.

Pictures, not words, are the language of Architecture. To those who view a city and do not use its buildings daily, its composition is principally buildings --their exteriors--and the architectural space contained by them or to which they are related. The visual quality of those buildings, singly or in relation to each other, and the spatial quality of that space and its furnishings in the form of walks, parks, trees, roads, lamp standards, signs, statues, letter boxes and so on are the factors which determine the greatness of the city as a living environment.

Yesterday we heard from Mr. Ireland of the various locations of our capital city. While some may feel that it would be better located in Vancouver or Kamloops or Prince George, I think we will all agree that Victoria is going to remain the Capital City for a long time to come, and that if it meets its planning and architectural challenge there would be no question of its eminent suitability as the capital for a great and rich province. My remarks are directed to those who wish to make this a truly Capital City, to those whose interest is not merely factual and material, but who also believe that a city's greatness is also in what it does to man's spirit.

The capital city is the country's or province's public relations center. It is the point of contact between government and citizens. It is here where the provincial archives and cultural records and monuments are kept. The capital city is the final point of reference for the citizens and the urban show place of the province.

This is analogous to the living room in a home, the center to which you bring visitors and where you entertain and discuss important ideas. It is the show place of the house, with the best furniture, pictures and books.

1CP-Esthetic Council

The capital becomes a symbol of a country's and province's achievements and aspirations - something looked upon with pride by school children and parents. What feelings are stirred in the heart of Frenchmen by the name of Paris, and Berlin in the German heart, Moscow for the Russians, London, Stockholm, Copenhagen and Rome. State and provincial capitals can achieve the same effect on a smaller scale.

There was considerable complaint last summer from tourist officials and retailers in Vancouver that visitors were not staying in the city; that they were merely "passing through". It was suggested that more effective advertising would be necessary next year. The truth is that Vancouver as a city offers very little to the visitor.

Why do people visit cities?

They do so because they want to see and enjoy what urban centers have to offer of high quality. It is not difficult to find better scenery, finer mountains and beaches, purer drinking water than is offered in Vancouver. These do not attract visitors who come to cities; they come to look at fine buildings and building groups, parks and plazas, promenades, zoological gardens, shops, eating places of renown, and outstanding urban, cultural and recreational facilities.

The things visitors look for in cities are the things which the citizens also ask for. A city which looks after its citizens well will also be attractive to visitors.

The qualities of a great city and capital are not found in size, but in those qualities for which Victoria has already indicated an appreciation.

To have a good site for a city with suitable surrounding recreational and farming land, as we heard yesterday, is important, but does not substitute for appropriate planning and design to bring out the full potential of the site and of the character of the city. The things which Victoria can cherish are its handsome harbor entrance with the fine open spaces around the two dignified but friendly buildings--the legislature and hotel, the massive unifying stone walls, the gardens, the shore drives, the Oak Bay residential area, and Beacon Hill. Here are the standards which could be applied to the remainder of the city, its surrounding municipalities and surrounding countryside, to form a unified urban center and a Provincial Capital to stir the heart and imagination of every school boy and girl in the province.

Let us remember that cities are people and that their homes are their most sacred possession. Capital cities should look after their people's homes first; not allow slums to crowd behind the fine houses bordering broad boulevards such as we find when we turn off Ottawa's scenic drives.

We should create areas of interest around our Government Buildings which should be planned to be a focal center of the city.

Streets look best when architecturally unified with interspersed squares and other open spaces - not with wasteful parking areas - and the street furnishings should be well designed. We enjoy buildings which are architecturally honest, expressive of structure and function, and not merely a front. We enjoy these buildings best when they are related to neighbouring buildings, and to site, and when they create interest in surrounding open spaces. Let us not forget that open space in the center of cities is the most valuable investment the citizens have, and that it should be developed for their enjoyment and not built over.

Such are the basic thoughts which I felt it to be my duty to submit to you, the citizens of this city and of the province it represents.

How may a capital city assume its responsibility? I would suggest that an advisory committee be set up with considerable powers of adjudication over certain areas within the city center and along principal lines of entry and beauty spots. This Committee, consisting principally of architects, sculptors, artists and landscape architects, should advise upon all proposed developments and the beautification of the metropolitan area. This may be supplemented by the appointment of a city architect with adequate staff to advise upon design of buildings.

A measure of a Government's leadership is its ability to recognize appropriate creative ability and to give it a place in its councils.

"IN MUNICIPAL AFFAIRS"

S. G. Brewster

Minister of Municipal Affairs

In the second part of my program, the subject of my remarks today is "The Role of the Provincial Government in Planning".

Planning has become increasingly important planning of delivery systems, planning of industrial sites, planning of services to be rendered by government and even of federal and provincial services. In this connection, the most important role that can be played by the provincial government is to ensure that there are properly planned local governments which will be able to meet the needs of their communities.

3

THE ROLE OF THE PROVINCIAL GOVERNMENT IN PLANNING:

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THE ROLE OF THE PROVINCIAL GOVERNMENT IN PLANNING

1.

"IN MUNICIPAL AFFAIRS"

B. C. Bracewell
Deputy Minister of Municipal Affairs

As you can see from the program, the subject of my remarks today is "The Role of the Provincial Government in Planning".

The word "planning" here means community and regional planning. I deliberately differentiate between those two phases because there seems to be a tendency on the part of some to confuse them and even to regard them as meaning the same thing. To me it seems obvious that just as there is a step from project planning to community planning, so there is a step from community planning to regional planning. Planning to increase a corner curb radius may be a very important matter in some locations - but it is not town planning. Similarly, drafting a zoning by-law for a community is not regional planning.

I would deal first with matters relating to community planning. Under the system prevailing in British Columbia there are two kinds of territory. One kind consists of those areas which have become incorporated as a city, district or village municipality; the other kind includes all the rest of the Province and for our particular purpose those communities in unorganized territory which have not become incorporated as municipalities.

The administration of the affairs of communities in either of these two kinds of territory is very different; in the incorporated municipalities it is entirely in the hands of the local councils and commissions, whereas in the unorganized territory there is no legal provision whereby the simplest kind of building by-law can be enacted.

So, the role of the government has to be correspondingly different. In the case of municipalities whether villages, cities or districts, it is accepted that no attempt should be made to interfere with local autonomy. I am well aware there are people who feel that under some circumstances the benefits to be gained, or the evils that can be avoided, are so great as to warrant interference. However, even admitting intervention can be justified, the principle of non-interference with local autonomy is too important to be abandoned. The government, therefore, through the Department of which I am Deputy Minister, does no more than make available without any strings attached, advice on planning matters to such villages, districts and small cities, as request it.

This requested advice generally has been for the preparation of a draft zoning by-law and plan; for recommendations as to the most economic and beneficial way of developing the existing street pattern; and seeking suggestions for the kind of provision necessary to ensure the possibility of meeting future demands for re-creational facilities in the community.

Communities in unorganized territory are subject to a more direct approach. Until a few years ago almost anything that was not criminal could be done in Unorganized territory. As a consequence shacks, and I mean shacks in the ordinary sense

of the word, were put up without restraint and in some cases without regard for subdivision lines, and with no proper provision for or control over sewage disposal. Some of these developments took place immediately adjacent to the boundaries of existing cities and constituted a fire and disease menace, yet nothing could be done about them. The growth of such conditions was speeded by the large influx of population this province has experienced in recent years.

As a result the Town Planning Act was amended so that some form of control could be exercised to ensure developments taking place in an orderly manner, and thus prevent the building up of problems that would be very expensive to solve in the future. Lest any misunderstanding arise let me say that we of the Department recognize that many excellent houses have been constructed in stages; that development in a new country, where conditions and circumstances change rapidly, must be progressive; that regulations must not be administered with fanatical regard to the strict letter of the law.

The parts of unorganized territory which are subject to such control are known as Regulated Areas and are administered directly by the Regional Planning Division in the Department of Municipal Affairs. Zones are established to ensure that land is put to the use considered best suited to its kind and location. Construction has to conform to a building code, and better control is exercised over subdivision design.

Because some of the Regulated Areas contain settled communities separated by rural areas, it is obvious that attention also has to be given Regional Planning considerations when making plans and regulations dealing with detail matters.

As I have already mentioned, the Provincial Government's role in such things is a positive and active one. The plans for establishing a regulated area are prepared, the regulations drafted and passed and the area administered entirely by a government department; that is, the responsibility right from the very inception to the continuing maintenance is undertaken by the Provincial Government.

If I were asked to make a prediction based on present activities, I would say that the increased population that the future is bound to bring this province, will in itself result in an enlargement of the role already explained.

In the larger field of Regional Planning the Provincial Government has also played an important role. In 1945 it established the Regional Planning Division. The Speech from the Throne at that time stated that, among other things the duties of the Division were "ascertaining the economic possibilities of each region".

In 1947 the Regional Planning Division was transferred to the Department of Municipal Affairs by Order-in-Council. The Order read, in part "that the functions of the Regional Planning Division be the establishment of regulated areas in unorganized territory, community planning advice to small municipalities, appraisal of the resources of the ten regions into which the Province has been divided for regional planning purposes, and general regional planning activities".

In accordance with the last mentioned function an amendment to the "Town Planning Act" was prepared with the object of making regional planning possible throughout an area regardless of how many municipalities were concerned. Obviously the urge for regional planning will be greater in an area which is in reality an economic unit or in an area having common problems the solution of which cannot be achieved by the individual efforts of a single municipality.

Over a number of years there developed a recognition of the need for some co-ordinating influence or authority in the Lower Fraser Valley. It was to meet this particular need that such legislation was drafted although the amendments were so designed that other areas as circumstances required could take similar steps.

As stated at the commencement of this talk "Planning" was taken to mean planning on a Community or Regional basis. In order to provide maximum assistance in Planning it seems to me that the Regional Planning Division should be in a position to devote time to studies on various phases of orderly development. To put this point another way would be to say that the members of the Regional Planning Division should not be so taken up with the day-to-day activities to the exclusion of the development of the bases for policy upon matters of future interest including co-operating with other governmental departments having related projects under consideration.

THE ROLE OF THE PROVINCIAL GOVERNMENT IN PLANNING

2.

"OF LANDS AND FORESTS"

G. Melrose
Deputy Minister of Lands

The concept of governmental planning of land and forest use is well recognized in all the civilized countries of our modern world. The extent to which the government enters into the planning program varies in wide degree from country to country, and even in our own country there is considerable variation between the different provincial programs. For instance, Alberta has a definite land settlement program through which certain areas of that province are held back for settlement purposes until other areas in more suitable locations are first settled. In British Columbia we have no such broad restrictions on settlement; unreserved lands may be alienated anywhere in the province. We rely more on the individual's common sense to guide his choice of settlement area, but reserve the right to refuse land where success is obviously not possible.

The democracies, generally speaking, enter only into the broad field of planning and have a minimum amount of restrictive legislation affecting the individual use of land or forest. In short, we favour individual freedom within certain broad limits. This is in sharp contrast to those countries having a dictatorial form of government where the party in power rigidly controls the lives of the people, not only in relation to land and forest use but also in all other matters.

The principle of land-use planning in British Columbia had its humble origin over 100 years ago. In 1849 the Hudson's Bay Company, acting for the British Government, offered land for sale on Vancouver Island at one pound per acre, provided that the purchaser set aside 10% of the land for roads, graveyards, church sites, school sites or other public purposes. In 1858 the colony of British Columbia issued its first pre-emption ordinance which permitted the pre-emption of 160 acres with the pre-emptor having the right to purchase at ten shillings per acre. In 1860 the Land Registry Act was passed in order to facilitate the transfer of real estate and provide for the registration of titles. This was quite necessary when, by 1862, one realizes that 254 pre-emptors had taken up more than 50,000 acres of land.

In 1873 an act was passed respecting the drainage, dyking, and irrigation of lands which indicates that our early legislators had a firm grasp of the values of maximum land-use planning. During the same year an act was passed placing a tax of 1% on all wild lands; the object of this act was to force development of land held for speculation.

In 1891 the government gave first recognition to the variation in the productivity of Crown land when it introduced its land classification system: First class land was agricultural land, or had good timber or wild-hay meadows; second class land was arable land requiring clearing, irrigation, etc.; and third class was mountainous or rocky land. In 1896 surveyors were empowered to segregate timber land from the above three classes. Timber lands had an average of 8,000 board feet or more per acre if west of the Coast Mountains (called Cascades then), and 5,000 board feet or more per acre east of the Coast Mountains. These timber lands could not be sold by the Crown.

|| Forests and forestry - Canada

The foregoing is an historical background of the Department of Government which has the greatest responsibility in planning land and forest use. It must not be imagined, however, that this is the only department that contributes towards land and forest-use planning. Many other departments are drawn into the problem and their role or roles will be mentioned later.

First let us examine the Lands Service. The Lands Branch, which has control of the disposition of all Crown land in the province, holds a key position in land-use planning. It is composed of three divisions. The Lands Administration carries out the administrative and clerical duties involved in disposing of land. The Land Inspection Division investigates all applications for the alienation of Crown land, and it is interesting to note here that no Crown lands are disposed of until they have been fully examined and their disposal is judged to be in the best public interest. The third division, that of Land Utilization, Research and Survey, as its name implies conducts field surveys over Crown and private lands and publishes maps and reports which indicate the use-capacity of the land. In addition, this division conducts research on pertinent land-use problems.

Since only three percent of the land area of British Columbia is considered arable the importance of this division to planned use cannot be too greatly stressed. It is fundamental to the proper use of land and the prevention of its misuse. Our supply of arable land is so limited that we must plan its use very carefully.

The Surveys and Mapping Branch plays a basic role in our land planning program. The Air Surveys Division, Topographic Surveys Division and Geographic Division combine their efforts to produce accurate maps which are the fundamental tools of all land planning. The Legal Surveys Division of this Branch also fits into the picture in that it records all land surveys and works in close co-operation with the Land Registry Office to ensure that accurate records are kept of all land titles.

Occupying a place of special importance in land-use planning are interim maps and composite maps. I would like to draw them to your attention. Interim maps are prepared by the Air Survey Division from air photographs. They are highly accurate and provide a suitable base for the B.C. Forest Service and private logging companies to make their forest inventory maps. The composite maps issued by the Legal Surveys Division are compiled from registered subdivision plans and are in great demand by the Land Registry Office, Provincial Assessors, real estate agents and many others.

Although the Water Rights Branch is the last of the Branches of the Lands Service to come under discussion it is most certainly not the least. This branch is charged with the big responsibility of administering the water resources of our province. None of the streams, rivers or lakes in the province may be used without first obtaining a water licence from this branch. The licences, of course, are only granted after an engineer has investigated the application to determine if the granting of the licence is in the best interests of the public. The Water Rights Branch also carries out field surveys for the purpose of determining the hydro-electric and other potentials of the various water-sheds in the province. These surveys are very important and provide the basis of planned industrial expansion for our province. It is doubtful if the Aluminum Company of Canada would be commencing their great hydro-electric development in the Nechako water-shed had it not been for the initial surveys made in that area by our hydraulic engineers.

The foregoing has been a brief description of the four large branches of the Lands Service and their role in planning land use. There are four smaller functions of the Lands Service which fit into the picture of land use planning in specific areas.

The University Endowment Lands at Point Grey outside of Vancouver comes under the jurisdiction of the Lands Service with its resident manager and staff. Those of you who have travelled through the endowment area will realize that the government has planned the use of this land exceedingly well. The original planning of these lands was carried out by the late Dr. Cleveland and further planning for future development was laid out in 1945 by Harland Bartholomew and associates. Plans for development are not static; they are quite flexible and allow for revision to keep pace with modern trends in community planning.

The Southern Okanagan Lands Project at Oliver, which was developed under the terms of the Soldiers' Land Act 1918, after World War I, is administered by the Lands Service through a resident project manager and his staff. Today approximately 4,500 acres are under irrigation in an area which comprises one of the few Canadian localities ideally suited to the commercial production of soft fruits, particularly peaches and apricots.

The Land Settlement Board, which was created in 1917, operates under the Land Settlement and Development Act. The operations of this Board have gradually decreased through the years; however, small areas are still held in the Bulkley Valley; Nechako Valley; Francois Lake district; Upper Fraser River Valley; Merville, Vancouver Island; Camp Lister; Fernie and Kelowna. This Board also handles the Doukhobor lands in the Kootenays. Lands held by the Board are only disposed of after the land has been examined by a Land Inspector.

The office of the Dyking Commissioner, which is under the jurisdiction of the Lands Service, administers the various provincial acts concerning dyking and drainage. The high state of development of the dyked lands of the Fraser Valley are in themselves an outstanding example of good land-use planning fostered by government aid.

We have briefly outlined the role of the Lands Service in planning land use; now let us turn to the B.C. Forest Service and examine their role in planning forest use.

The Forest Service had its origin in 1912 as a branch of the Department of Lands. From this small beginning forty years ago, the Forest Service has grown to a full department having nine headquarters divisions in Victoria. For the purpose of administering our forest resources the Province is divided into five districts, each with its own district office and numerous forest ranger stations.

The Management Division deals with forest cover mapping, management licences, public working circles, farm woodlot licences, timber sale administration and forest engineering. Management's most significant efforts over the last few years have been towards implementing the Forest Management Legislation passed in 1947; the chief aim being to establish the forests on a perpetual yield basis and to encourage the people of the province to regard their forests as a renewable crop to be harvested forever for the benefit of the greatest possible number. Forest Management Licence legislation is the most complete attempt at long term forest-use planning yet attempted. When one stops to realize that forests take a century or more to mature, very careful consideration must be given to cutting cycles, restocking

program and protection service. Our Forest Management Licences have been created to fill this need for long term planning and at the present time twelve such licences have been issued covering some 2,300,000 acres. In addition nine licences have been approved subject to advertisement and another 24 applicants have been given permission to advertise. A further 88 applications are under review.

The Parks and Recreation Division is charged with the proper development and use of our 64 provincial parks which cover in excess of nine million acres. This task is heavy and involves much planning and field surveying. Great steps have been made during the last few years and one project in particular that has met with great popular approval is that of the development of "roadside campsites". These "baby parks" are designed for short stops and are a boon to those of the travelling public who like to camp out-of-doors overnight. It is ultimately planned to have all the main roads of our Province serviced with these overnight campsites.

In planning optimum forest use it is necessary to provide a means for correcting the tragedies of our past. The Reforestation Division fulfills just this function. Its nurseries at Green Timbers, Campbell River, Duncan and Perry Creek produce millions of seedlings each year and, since the inception of artificial reforestation in 1930, more than 74 million young trees have been planted over 91,000 acres of logged and burned land.

The integrated use of forest and range comes under the jurisdiction of the Grazing Division which administers some twelve million acres of Crown range. The forest agrologists of this division determine the carrying capacity of range, regulate its use to prevent overgrazing, and supervise range improvement projects such as fencing water holes and the construction of drift fences, all of which fit into a balanced plan of range conservation.

The Forest Surveys and Inventory Division has the basic job and the tremendous undertaking of actually determining and mapping the timber resources of British Columbia. Field crews of forest surveyors cover part of our forest lands each summer to determine the amount and species of timber. The winter months are spent transferring this information to inventory maps. Much of the future planning of forest use is based on the basic data amassed by this division.

What stands out, I believe, in the matter of land-use planning, is the fact that the Government of British Columbia as a whole is vitally concerned with proper use of land. True, the Lands Service must bear the initial responsibilities of planning, for that organization is charged with the first considerations of the use of the surface of British Columbia, its lands and waters, and must make inventory of what we possess, within our boundaries. Furthermore, through its branches, the Lands Service has the duty of determining what resources may be found in British Columbia, and the lines along which their development should be pursued. To do this, there must be survey and mapping, followed by land-use research. When best use is decided, and it is not a simple thing to segregate the lands and water to their highest uses, the Lands Service then makes disposal of these resources, by sale, lease, or other method, including transfer to the proper Governmental Department.

Both the B.C. Forest Service and the B.C. Lands Service staffs are designed to fill the needs for orderly planning. Their respective complements of technical personnel, though limited in numbers, are doing workmanlike jobs of research and planning, and I believe that development in B.C. to this date would corroborate such an opinion.

THE ROLE OF THE PROVINCIAL GOVERNMENT IN PLANNING

3.

"OF TRADE AND INDUSTRY"

E. G. Rowebottom
Deputy Minister of Trade and Industry

One of the most important problems that is facing all of us today is Planning -- or in other words -- to devise a method or course of action. As the Architect draws a plan for the proposed structure, so must we, whose directive it is to encourage the expansion of present plants and secure new industries for the province, have a plan, sketch or chart, which will clearly depict what this or that area has to offer to the interested industrialist.

I claim that Government should take leadership in co-ordinating all the planning for industrial development. Planning--whether by industry or government, is the key which turned the lock which opened the door on the great industrial progress which we have witnessed and experienced during this past decade. This great progress, this great development of our industry, primary and secondary, just didn't happen. Somebody, some persons, government officials and many industrialists did much planning to bring it about.

The prosperity of any area is based on the continuance and growth of private industrial enterprise in that area. A primary responsibility of government is to plan for the ultimate use of the resources of the area in order that private industry, vitally dependent on those resources, may flourish. In recent times we have seen the constant growth of planning and development agencies on this continent. There are now in the United States and Canada 61 organizations that come within this broad classification.

These agencies form official branches of State and Provincial Governments, and while their individual names may vary in each area, for example: Development Commissions, Departments of Commerce or Industry and Natural Resources, Conservation and Development, a common denominator exists as the basic objective of all these agencies, namely, the industrial planning of their particular area or region.

The activities of government development agencies should embrace three broad fields of activity: (1) Research (2) Industrial planning (3) Certain phases of economic analysis of given areas. As I see it they are under these main objectives:

- (a) A comprehensive listing of provincial resources, human physical and economic, compiled by areas.
- (b) Planning of area development programmes, based on careful preliminary research.
- (c) Assistance and encouragement of private enterprise in the development of the area's natural resources.
- (d) Close integration with local planning and development programmes of each of the main centres of the region.

"Industries - Canada."

A definite contribution has been made by Government to the industrial prosperity of the province in planning orderly development of its industrial resources by the co-ordination of information on such matters as: Water, power, transportation, and the primary resources of the region. Further contribution to this over-all prosperity can be given by assistance to individual business concerns in the problems of plant location, procurement of raw materials, labour supply, and market information. All of this requires a measure of organization and planning.

Industrialists approach the question of production scientifically; the director of a new concern or of a firm contemplating expansion asks many pertinent questions. I herewith cite just a few of them:-

How quickly can I obtain suitable premises?
Is there adequate labour available?
Will the factory suit my particular needs?
Can I secure reliable advice on conditions in the area?
Are there suitable amenities and houses for my employees?
Is there a substantial local market?
How about fire insurance?
Will my rental and rates be economic?
Power?
Are transport facilities sufficient for my needs?
Will I be able to extend my premises at a future date?
Water supply?
How about freight rates?

In our own province, the Department of Trade and Industry has established a Regional Development Division, whose pattern of activity is based largely on well-established area development principles as we know them today.

In the six years which have followed the end of the war, British Columbia has risen to third place in industrial development, behind Ontario and Quebec. In order to keep pace with this rise in our industrial expansion, the Department of Trade and Industry, through our Regional Development Division, has laid down a specific development plan:

- (a) To undertake a regional breakdown of the province to facilitate the study of industrial resources, facilities and problems.
- (b) To establish machinery for the better handling of such problems, especially in outlying sections of the province, by setting up field offices at strategic points.
- (c) The institution of advisory committees, composed of provincial officials in the field, to co-ordinate their departmental activities at reasonable intervals, and to bring to bear their special knowledge and experience on industrial problems in their territory.
- (d) To effect the greatest possible co-ordination of provincial services relating to industrial development.

One of the first and important steps in this over-all plan, was to provide a factual background for sound industrial planning on a regional basis. Sites for modern industry are judged on availability of power, transportation facilities,

supply of labour, raw materials, and numerous other factors. Busy industrialists today have not the time to explore the inner recesses of every individual department of government when seeking information or surveying potential opportunities. Consequently, we felt our first major task was to prepare a comprehensive index of the industrial assets of British Columbia, and this took the form of a 'Regional Industrial Index' which recorded general information under each of our main regional divisions, with more specific data concerning natural resources, location of industries, industrial facilities and social amenities in 79 smaller district areas.

The compilation of this index, in itself, demanded a high degree of organization and planning. It is one thing to announce that British Columbia possesses, for example, 234,402,500 acres of timber, but it is quite another matter to break down this tremendous natural resource into its many species, and again into the 79 district areas of the province, and place those figures on paper where they are going to be of real use to industrialists. Likewise, it is fine to announce that British Columbia possesses potential power of many millions of kilowatts, but industry wants to know the actual location of that power in relation to the raw materials, and this is the kind of information the Industrial Index is designed to provide.

This audience of planners will, I am sure, appreciate the degree of planning that went into the construction of such an index and the time it entailed. This, I submit, is only one of the functions of government in planning for industry.

AREA SURVEYS: The next logical step in our plan of regional development entailed a factual analysis and survey of each regional area. The objective in view being:

- (1) The promoting of secondary industries.
- (2) The establishment of manufacturing plants designed to slow down the flow of raw materials from our province, and to increase payrolls by a larger measure of fabrication of those raw materials.
- (3) Effecting some measure of decentralization of industry towards our hinterland and away from over-crowded areas, and thus promoting a better-balanced economy of the vast area of 366,000 square miles which make up this Province of British Columbia.

In the growth of any new country or territory, there is usually a lack of economic data in the early stages of industrialization of any given area. It is true that, in our government records, there exists a vast amount of information about British Columbia, but this wealth of data must be carefully weighed and sifted and made applicable to the local areas and main centres of the province before it can be of any use to industry. This we are attempting to do, with some degree of success, in the series of economic studies at present being undertaken by my Department. The first of this series has been directed to the Okanagan region of British Columbia, and embraces the Okanagan, Similkameen and Kettle Valleys, and I commend this report to the members of this Association for study, as an example of Government's function in regional development activity.

THE ROLE OF THE PROVINCIAL GOVERNMENT IN PLANNING

4.

"FROM THE CITIZEN'S VIEWPOINT"

P. R. U. Stratton

Provincial Government Representative, Lower Mainland Regional Planning Board

The role of the Provincial Government in planning is primarily an administrative one, and it is this aspect which I wish to discuss, as I believe that administration is the weak link in Canadian planning today.

There is no shortage of competent trained planners. The fact that there were well over a hundred applications for the Vancouver City Planner position is sufficient indication of that. Planning will never get very far until we recognize that a good planner more than earns his keep and we are prepared to make full use of trained personnel. Further, we must accept planning as part and parcel of government at various levels, and give our plans the full backing of administrative enforcement. This latter requirement is not as easy of achievement as might appear at first sight, since, in all too many instances, the boundaries of a logical planning area do not coincide with existing political boundaries. One does not have to look beyond Victoria to appreciate this. It will be agreed that, generally speaking, the local political units in B.C. are inconveniently small for planning purposes. Owing to the tendency of growing communities to overlap their political boundaries, they seldom comprise a natural social or economic unit, and in addition, financially speaking, they are not large enough to warrant the employment of planning staff of their own.

England found herself in exactly the same situation when she first started planning and we can possibly learn something from her experience. She sought first to overcome this difficulty by setting up joint advisory-planning boards to prepare plans on a regional basis. However, these plans had no legal backing unless officially adopted by the municipalities concerned, and since the latter were far too canny to let themselves be bound by new-fangled planning notions about which they knew very little, most of these plans never advanced beyond the report stage. Finally, as most of you know, the government saw the light and increased the size of the planning unit by vesting all local planning powers in the County boroughs and County Councils. Since then planning has proceeded at a more rapid rate.

In British Columbia we have no local administrative units, such as the County (our largest administrative unit being the municipality) and we must devise other means of tying in our planning with our administration. We have recently witnessed the creation of regional and metropolitan planning boards designed to overcome the difficulties associated with the undersize planning unit; e.g. the L.M.R.P. B. and the Capital Region Planning Board; and the Provincial Government is to be congratulated on the positive encouragement it has given to the formation of such boards through legislation, financial aid, etc. However, as English experience has shown, the regional plans prepared by such bodies are never likely to reach fruition unless the administrative means for putting them into effect exists. To rely wholly on voluntary co-operation between a large number of municipalities with differing interests and loyalties is asking too much of human nature.

This is where, I believe, the Province has a role to play, since, while certain planning powers have been delegated to the municipalities, the ultimate responsibility for planning above the municipal level remains with the Province. There is, in fact, no other administration unit which can secure this execution of plans on the regional level. Ontario probably has the best solution to this problem of execution. The Province acts as arbiter in settling inter-municipal differences arising out of the regional plan, and once these differences have been reconciled, the plan is given the force of law. The principle of provincial participation in the regional plans for the purpose of holding the balance between the municipalities is, I think, an important one.

While it is eminently desirable that the initiative in regional planning should come from the municipalities, this will not always be the case, or at least not in time to do the most good. In some regions the municipalities may be for the most part too small or too scattered to have grasped the implications of planning on the regional scale. In such cases, it should, I suggest, be the responsibility of the Province to develop a regional plan, in full consultation, of course, with the municipalities concerned. In the rapidly developing West Kootenay area and in the Prince George area, to name two, planning above the municipal level is becoming a matter of urgency.

Planning by "remote control" from Victoria is not, however, an altogether satisfactory answer. The creation of regulated areas has been a big step forward in preventing shoddy suburban development on the fringes of our smaller urban areas, and the Provincial Government is to be commended on the pioneer steps they have taken in this regard. But there is also need for continuous on-the-spot planning supervision, not merely for one or two sore spots, where most of the damage has already been done, but throughout the region. Regional planning officers appointed by the Provincial Government would have a triple function:

- (1) To prepare a broad development plan for the region in consultation with the municipalities.
- (2) To act in an advisory capacity to municipalities in their local planning problems. Few municipalities possess any qualified planning staff and clearly the most economical way of supplying them with technical advice would be through a central planning office, which would be familiar with the special problems of the region.

In the field of sub-division control in particular, provincial officials could be of considerable assistance, since few of the smaller municipalities possess technical staffs competent to carry out this vital planning function efficiently.

- (3) Lastly, the regional planning officer would be responsible for the planning of unorganized territory, whether designated as regulated areas or not.

During our discussion with officials and laymen at the C.P.A.C. Conference in the Okanagan last year, I was much struck, and not a little alarmed, by the absence of any real evidence of planning in unorganized territory. It is true that much unorganized territory is as yet little developed, but there are many small communities growing up, and it is surely just in such areas, where the pattern is not already set, that planning can do the most good.

When one reflects that until quite recently, virtually the only roads which ran straight in England were those planned and built by the Romans nearly two thousand years ago; and that the basic pattern on which Vancouver has developed was fixed (for literally hundreds of years) by the gridiron ruled off by the land speculator long before a Town Planning Commission was even thought of, the advisability of letting the planner in on the ground floor becomes apparent.

The Provincial Regional Planning Division at present only has sufficient staff to step in when specifically requested to do so by local residents desiring the creation of a regulated area. However, the average farmer probably has never even heard of a regulated area and by the time he has become aware that there is something wrong, the general pattern of development in the new community is already established. For example, take the proposed Celgar development at Castlegar. It is quite obvious that the influx of 2000 employees with their families will have far reaching effects on the development of the whole Kootenay district--by far the greater part of which is still unorganized territory. Now, surely, is the time to plan this area -- not after the company has started operations.

The setting up of regional planning offices will cost money and, while the municipalities in the area should rightly contribute towards this cost, as they have done in the Lower Mainland, the bulk of the cost in the less developed areas will necessarily fall on the Province. This brings us to the crux of the whole planning problem.

Until now we have been trying to plan "on the cheap" by using amateur, unpaid labour and by skimping on our technical planning staff. The results, or rather the lack of them, are there for all to see. Fortunately there are signs that this pennywise policy is changing. The L.M.R.P.B. now has a budget of over \$20,000 a year. When the new planning department is set up by the City of Vancouver, its budget will almost certainly be over \$50,000 a year. I believe that this trend must continue. At the risk of being unpopular, I am going to suggest that the budget of the Regional Planning Division is considerably too low and that, with the present rate of development throughout the province, we just cannot afford to spend so little on planning at the top level. To use some sort of yardstick, a budget of even \$100,000 would still only represent about one-tenth of one percent of the volume of major contracts let in B.C. in a normal year. If we are prepared to pay from, say, 3% to 5% in architectural and engineering fees to see that this construction is properly planned, surely it is worth paying one-tenth of one per cent in planning fees to make sure that it is properly located and serviced. I want to quote just one instance of the cost of not planning, which was cited at a recent C.P.A.C. meeting. It has been estimated that if the Fraserview veterans' housing project of 1100 units had been developed on the standard gridiron pattern, instead of on a scientifically planned layout, the extra costs in terms of roads, services, etc. would have been over half a million dollars. If one can achieve that sort of saving on a single sub-division, just consider the possible savings over the whole province.

There are other justifications for increasing the Provincial planning budget. The Province must give the lead to the municipalities in planning. It will also in all probability be called upon to act as a final court of appeal on planning matters, both between one municipality and another, and also, possibly, between the municipality and the individual. The authority and prestige required to fulfill these functions effectively will be very hard to achieve unless the provincial planning budget bears an appropriate relationship to those set by the larger municipal or regional planning organizations.

I would like, in closing, to place a plea for the fullest co-operation on planning matters both between the various departments of government concerned, and between individual government departments and regional and local planning organizations. It is necessary only to consider the vital consequences to our highway system through the lack of roadside planning controls to appreciate the interdependence of the Departments of Public Works and Municipal Affairs. By the same token, the provincial highway must be tied in with the general development plans for the regions through which they pass.

An increasing number of public buildings will be constructed in the future which will, through their siting, have an important influence on local development and it is a matter of importance that the responsible government department consult with the local planning authority on the question of sites at an early stage in the proceedings. This may appear an obvious action which anyone would take, but it is remarkable how frequently--at least where Federal Government Departments are concerned--the local planning body is completely ignored.
